

# NORTHEASTERN WATERFRONT PLAN

A PART OF THE COMPREHENSIVE PLAN OF THE  
CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

**D**

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### THE MASTER PLAN

*It shall be the function and duty of the commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county, to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.*

*Excerpt, Charter of the City and County of San Francisco.*



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Notes:

1. Illustrative plans and graphics are not an official part of the Plan.
2. The size of Port piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size, as determined by field examinations, shall govern rather than the estimates contained in this Plan.
3. Glossary of Terms

Bay-Oriented (or Water-Oriented)

Commercial Recreation and

Bay-Oriented Public Assembly:

Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.

Fill: Material including earth and pilings; any water coverage, whether on pilings or by cantilever, and floating structures

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Northeastern waterfront  
plan : a part of the  
[1981?].

moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.

Maritime: Referring to industrial, commercial and other operations directly related to the conduct of waterborne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sportfishing or recreational boats.

The Northeastern Waterfront Plan was adopted as part of the Master Plan of the City and County of San Francisco by Resolution 7643 of the City Planning Commission on January 19, 1977.

Amendments to The Northeastern Waterfront Plan were adopted by the City Planning Commission by Resolution 8481 on January 31, 1980, by Resolution 8596 on May 29, 1980, and by Resolution 8781 on December 4, 1980.

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# INTRODUCTION

## Background

San Francisco is a compact city, surrounded on three sides by the Pacific Ocean and San Francisco Bay. From the beginning, the waterfront has played an intimate role in the City's industrial, commercial, and recreational life.

Although San Francisco Bay was discovered by the Spaniards in 1775, it was not until the 1849 gold rush that the region had its first wave of population growth. The focus of the growth was in the area adjacent to the Bay where deep and protected waters provided a natural harbor. This area is now the Northeastern Waterfront and includes Fisherman's Wharf to China Basin. Much of this area was developed on Bay fill as the original shoreline skirted the base of what are known as Telegraph, Rincon, and Potrero Hills.

During these early days, the waterfront was a lively part of town, busy with sailors and those hoping to earn their fortunes in the gold fields. City dwellers would stroll along the waterfront and enjoy the marvelous view of the Port and the Bay. The nearby hillsides were the sites of the earliest settlements and later became fashionable neighborhoods.

Through World War II, the waterfront retained its image of a thriving port and center of the City's economic vitality. The Ferry Building, located at the foot of Market Street, became a landmark structure symbolic of the City's ties with the Bay Area and the World. The western half of San Francisco's waterfront, from Aquatic Park, west to the Presidio and south along Ocean Beach to the County line was developed for military and recreational use and in recent years has become part of the magnificent Golden Gate National Recreational Area.

With the passage of time, however, the Northeastern Waterfront became increasingly separated from the rest of the City and began to decline in activity. The completion of the Bay Bridge in the 1930's foreshadowed the end of the Trans-Bay ferry service and diminished the role of the Ferry Building. Today, major portions of the waterfront are traversed by freeways and inundated with parking lots creating visual and physical barriers to the Bay and impeding the revitalization of this part of the City. Changes in transportation technology related to the movement of goods by water also contributed to the decline of the waterfront. The placement of cargo in standardized containers has resulted in dramatic shifts in maritime transportation patterns. Containerization has shifted the

emphasis from the traditional break-bulk method of cargo handling, for which the Port's finger piers were designed, and has created the need for large modern facilities requiring considerable capital investment and backland support areas.

Although the Port of San Francisco was, at the end of World War II, the largest port in the region, the Port of Oakland was first to develop containerized facilities. Oakland had the advantage of large, undeveloped flat land necessary for the storage of containers as well as better rail and highway connections to eastern markets. Today, portions of San Francisco's

Northeastern Waterfront continue to be used for break-bulk cargo handling, ship repair, and related activities; however, some of the piers are vacant and dilapidated and some of the land is underutilized.

The Port's maritime development strategy calls for the maintenance of existing viable maritime functions in the Northeastern Waterfront and the consolidation and expansion of new maritime and industrial development in the Central and Southern Waterfront south of China Basin for efficiency of operations, availability of adequate backland, and landside transportation advantages.





While there is substantial demand for a variety of uses on the Northeastern Waterfront, the type and magnitude of new uses should not reflect what is possible, but rather, what is desirable from the broadest public interest point of view. Although growth continues in office employment, particularly in the areas of services and finance, the ability of the City to maintain and attract new blue collar jobs has become increasingly difficult. The problem is worsened by high costs of land, lack of available area suitable for industrial expansion, and traffic congestion on major travel corridors. In addition to office, industrial, and shipping activities, a substantial portion of the City's economy is related to tourism. Hotel, restaurant and retail uses are large employers, particularly of the minority population. Although there is a demand for additional tourist-related development, it must be carefully balanced against the need for recreation, open space, and new housing on the Northeastern Waterfront and the community desire not to replicate or compete with other tourist areas in the City.

### The Future of the Northeastern Waterfront

The Northeastern Waterfront Plan recommends objectives and policies designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

In the Northeastern Waterfront in areas where piers are sound, shipping and related maritime uses will be maintained and expanded. On lands no longer needed for maritime purposes, the predominant uses will be open space and water-oriented public recreation. On inland areas, the predominant uses will be residential and office development. The waterfront would be re-integrated with the fabric of the City. Barriers to the waterfront from inland areas, including the Embarcadero Freeway, parking under it and on open piers would be removed. The Embarcadero roadway would become a landscaped waterfront boulevard, linking the Northeastern Waterfront with other portions of the shoreline. A rail transit system would run along the Embarcadero reducing the need for auto travel and on-site parking. Pedestrian and bicycle ways would connect recreational areas with community facilities,

historic and architecturally significant buildings, residential areas, and employment centers. An authentic maritime character and strong sense of historic continuity combined with increased visibility of the natural attributes of the Bay would reinforce the special identity of the area.

To achieve these goals, the Plan recommends general objectives and policies for Land Use, Transportation, and Urban Design and recommends specific objectives and policies for five geographic subareas: Fisherman's Wharf (which extends from the Municipal Pier at Van Ness Avenue to Pier 35); the Base of Telegraph Hill (Pier 35 through Pier 9); the Ferry Building Area (Pier 7 through Pier 24); the North China Basin Area (Pier 26 through Pier 46); and the Embarcadero Corridor which extends along the right-of-way of the Embarcadero from north to south and intersects the four other subareas.

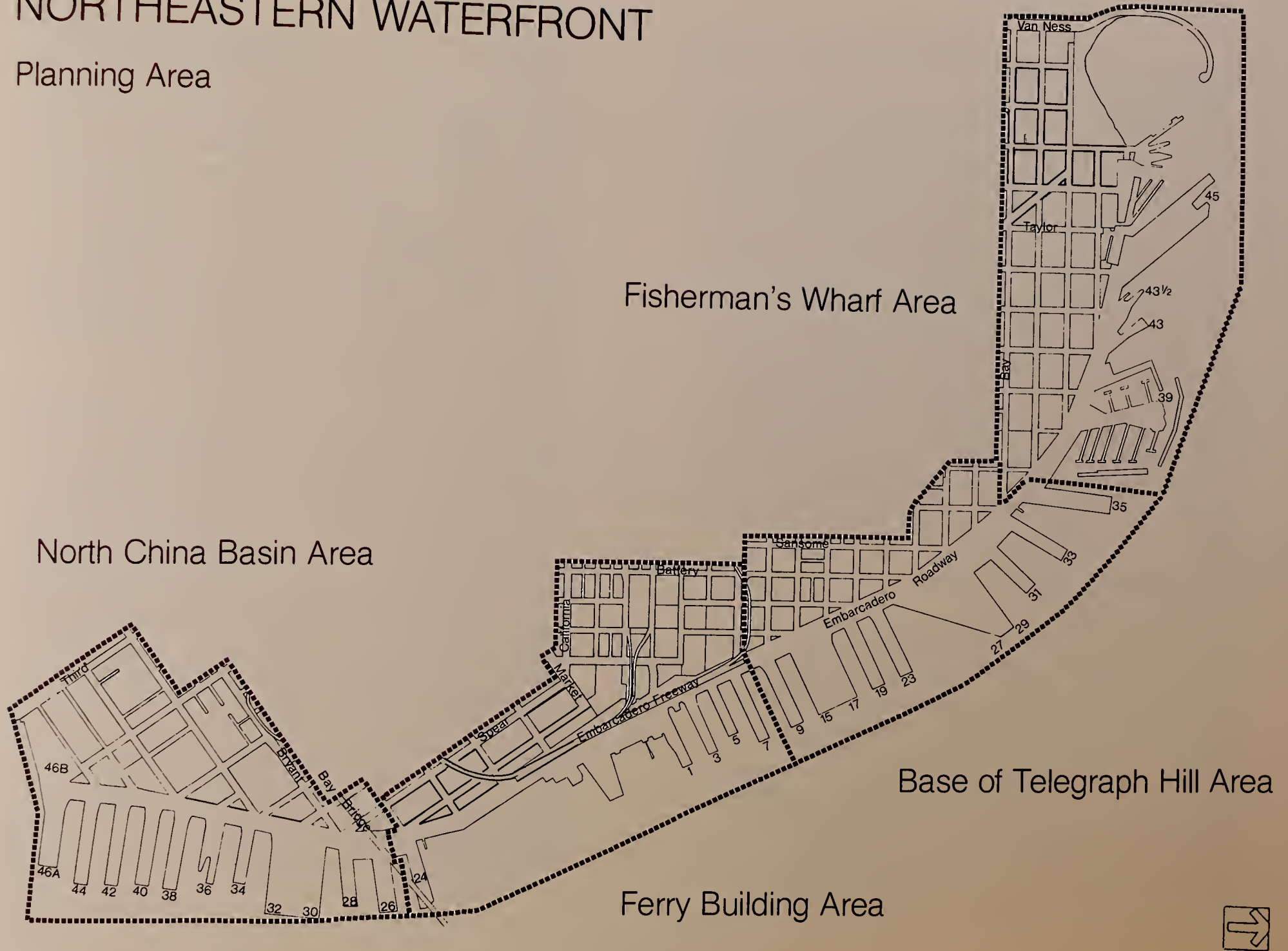
#### Fisherman's Wharf Area (Municipal Pier to Pier 35)

Fisherman's Wharf contains portions of the Golden Gate Recreation Area at Aquatic Park, hotels, restaurants and speciality shops, the reuse of historic buildings for major commercial centers at Ghirardelli Square and the Cannery, Fish Alley and the berthing basin for what remains of the commercial fishing fleet and the recent Pier 39 development. Policies for Fisherman's Wharf include a new breakwater in the vicinity of Hyde Street to protect the fishing basin and enable the fishing fleet to expand, the conversion of Pier 45 to fish processing and uses that serve the fishing fleet and Fish Alley, limitations on the amount and type of new commercial recreational development that may occur, and transit and parking improvements to upgrade circulation and reduce congestion.



# NORTHEASTERN WATERFRONT

Planning Area



The Base of Telegraph Hill Area  
(Piers 35 through 9)

This subarea is characterized by finger piers in break-bulk and cargo-handling uses, and offices, showrooms and warehousing on inland sites. Plan policies call for the continued and enhanced maritime use of Piers 35 through 9 and the refurbishing of Pier 35 as the City's passenger terminal. Inland of the Embarcadero, residential, office and open space uses would be encouraged and buildings of architectural or historic merit preserved. The surface Embarcadero roadway would be improved as a waterfront boulevard extending from Fisherman's Wharf to China Basin with widened sidewalks, truck access areas for the maritime piers, and a right-of-way for the "E" Embarcadero street car line.

The Ferry Building Area  
(Piers 7 through 24)

Included in this subarea are the Golden Gateway and Embarcadero Center developments, other high rise office structures, the Ferry Building, and the elevated Embarcadero Freeway. Contrary to previous proposals for extensive bay fill, the Plan calls for open water as a relief to the intensely developed downtown and to ensure the continued prominence of the Ferry Building and its tower. The Ferry Building would be re-established as a major transit center, the eastern

terminus to Market Street, and a major entryway to the City from the water. Historic ships would be moored in this area and pleasure boats would tie up to colorful buoys. The elevated Embarcadero Freeway would be removed and a simple, elegant promenade would link Pier 7 to Pier 24. It would maintain a visual corridor along the water's edge and create a variety of water edge experiences. In the Pier 7 and 3 area, a public recreation pier next to open water would be built in contrast to the mixture of commercial recreation and office activities in the redeveloped Ferry Building.

South of the Ferry Building, in the Howard to Harrison Street area, a mixed use activity center would be created, bringing new life to an area that for many years has been cut off from the City by the Embarcadero Freeway and the Bay Bridge. The activity center would be comprised of a major water-related, soft surface public park, with a "Tavern-on-the-Green" type of restaurant in the park north of Folsom Street, and public access and fishing areas on Pier 24 with dramatic views to the city skyline and out to the Bay. In addition, a terraced European-style hotel inland of the park across the re-routed Embarcadero roadway would ensure both day and night-time activities for the area.

North China Basin Area  
(Piers 26 through 46)

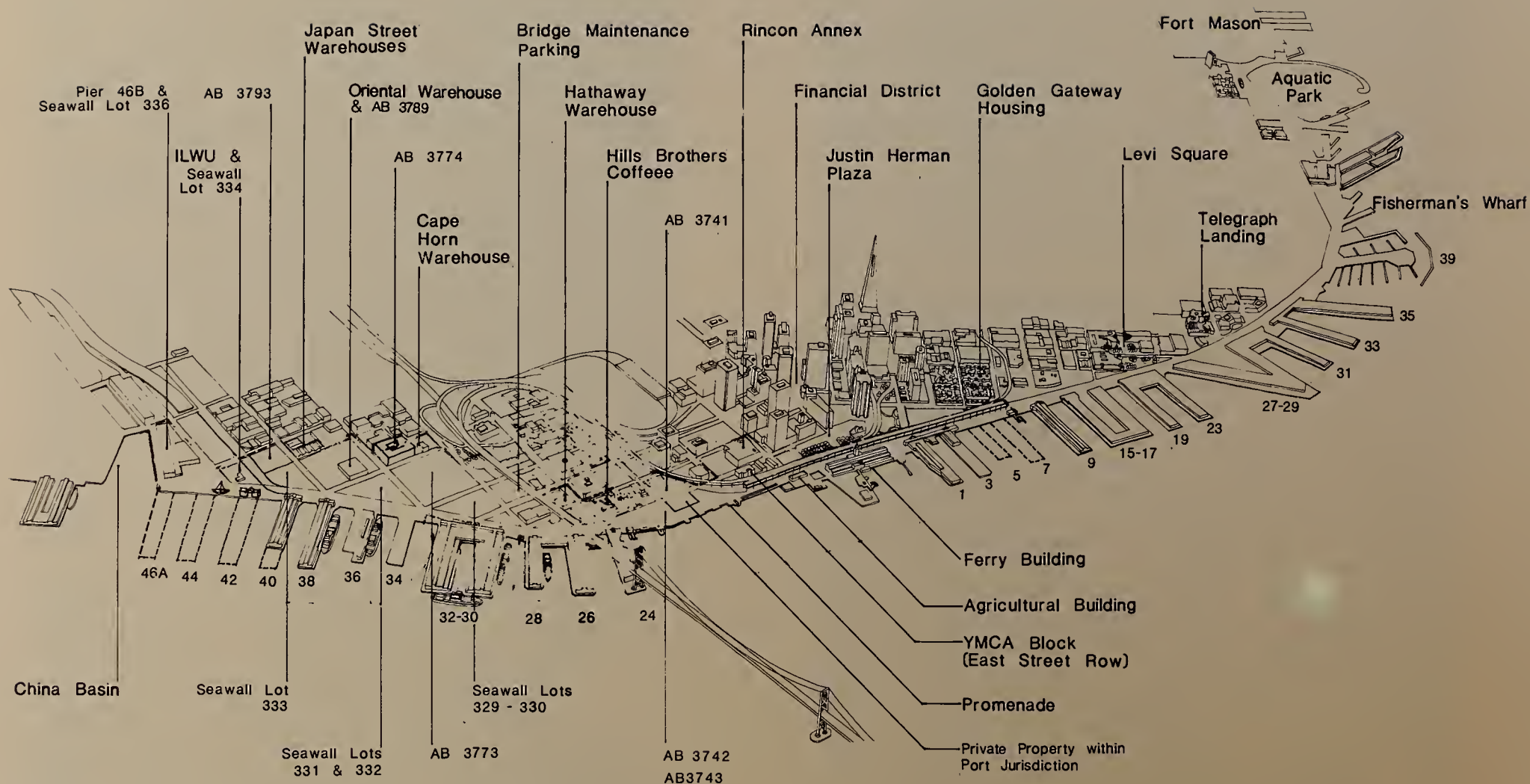
South of the Bay Bridge, Piers 26-38 would continue in break-bulk cargo handling and related shipping activities. Piers 42-46A and a portion of Pier 40, which are presently almost vacant and in unsound condition, would be removed and the area developed as a full service marina and small boat harbor. Inland of the harbor, a large waterfront park with dramatic views would be provided.

On inland areas, viable warehousing, industrial uses and historic structures would be retained and a mixed-income residential community with open spaces and support services would be built where vacant or underutilized property presently exists. The new community would focus on the historic Oriental Warehouse, which would be adaptively reused for a community center and commercial purposes. Walkways and bicycle paths combined with small plazas would connect the new residences to waterfront activities and other portions of the City. The new community would be characterized by high density, low to mid-rise structures, re-creating the fine-grained fabric of San Francisco neighborhoods and would take advantage of proximity to the Downtown, a desirable microclimate, amenity value of the Bay, and would help satisfy San Francisco's need for new housing.

Embarcadero Corridor

Policies for this subarea are intended to facilitate the movement of people and goods, improve environmental quality, enhance physical and visual access to the shoreline and contribute to the continued vitality of the waterfront by eliminating the blighting influence of the elevated freeway. Recommendations include the freeway's removal from Broadway back to the Main and Beale Street off-ramps, the improvement of the Embarcadero as a waterfront boulevard, the creation of a historic rail transit line to serve commuter and recreational users, the continuation of service to maritime activities by the Belt Freight Rail Line, and, changes in the manner in which parking should serve the waterfront and downtown areas.





# NORTHEASTERN WATERFRONT

# GOAL, OBJECTIVES, AND POLICIES

## OVERALL GOAL

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

# LAND USE

## General

OBJECTIVE 1: TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.

Policy 1: Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each sub-area of the Northeastern Waterfront.

Policy 2: Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2: TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

Policy 1: Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

Policy 2: Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

Policy 3: Encourage land uses having different peak periods of activity within each sub-area of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

Policy 4: Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

Policy 5: Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.



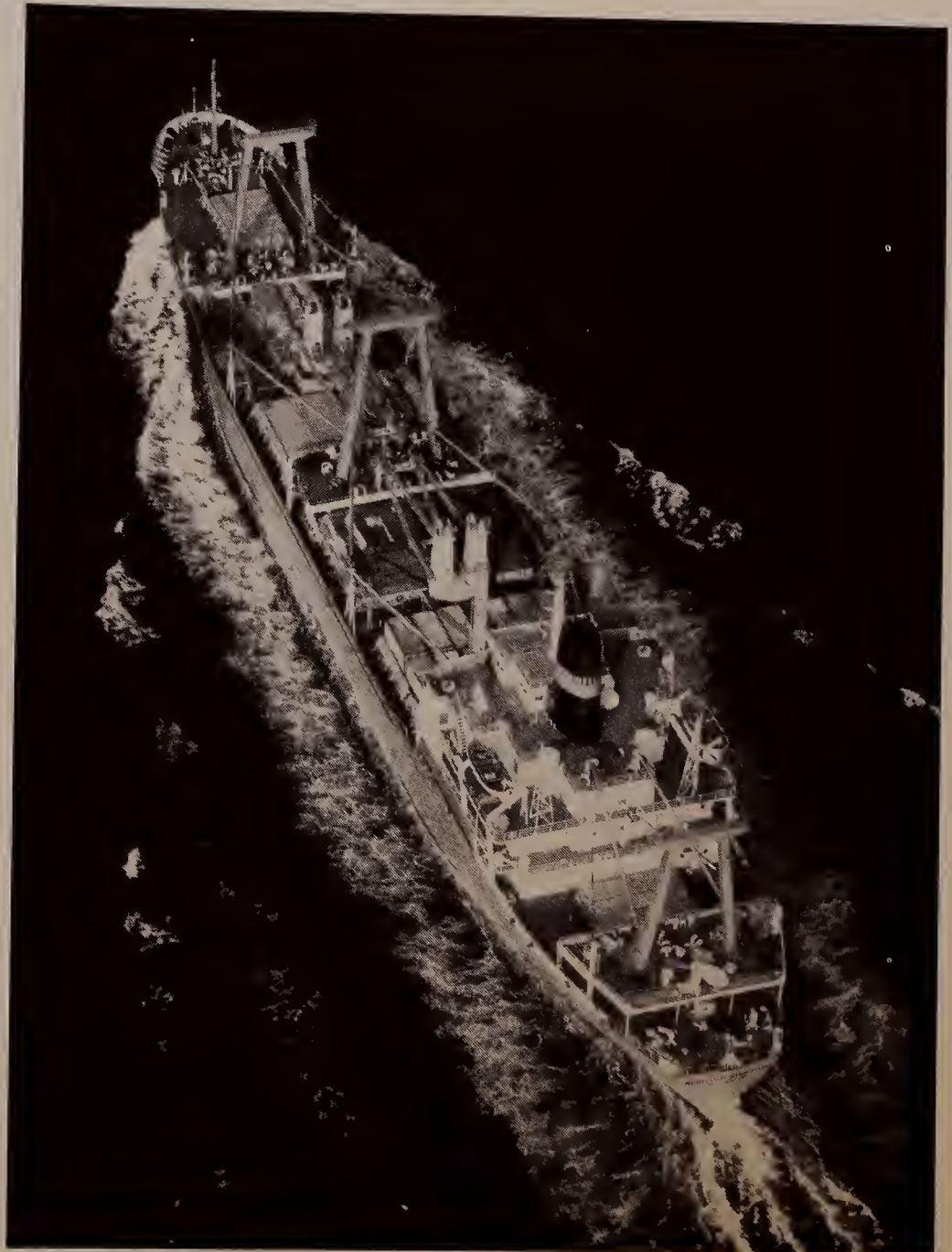
## Maritime and Industrial

OBJECTIVE 1: TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

Policy 1: Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

Policy 2: Continue maritime activities on Pier 45, Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.

Policy 3: Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.



Policy 4: Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 2: TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

Policy 1: Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

Policy 2: Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

Policy 3: Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.





## Commerce

OBJECTIVE: TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

Policy 1: Except on new or replacement fill, permit additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

Policy 2: Encourage service retail uses in combination with other uses.

Policy 3: Limit general and speciality retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

Policy 4: Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

Policy 5: Encourage limited additional Bay-oriented commercial recreation and public assembly uses inland of the seawall.

## Residential

OBJECTIVE: TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTH-EASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

Policy 1: Strengthen, preserve and protect existing residential uses.

Policy 2: Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

Policy 3: Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

Policy 4: Encourage the development of a variety of unit types for households of all sizes where practical.



## Recreation and Open Space

OBJECTIVE: TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

Policy 1: Develop recreation facilities attractive to residents and visitors of all ages and income groups.

Policy 2: Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

Policy 3: Integrate the recreation and open space facilities of the Northeastern Waterfront with those of the Golden Gate National Recreation Area.

Policy 4: Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

Policy 5: Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to construct such overlooks and to open views.

Policy 6: Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions:

- a. Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge.



PUBLIC ACCESS , RECREATION AND OPEN SPACE

- b. Deviations of the public way from the platform edge should be limited to short distances.

Policy 7: Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

Policy 8: Encourage the development of small boat marinas, in the Pier 41 to 37 area, and the Pier 40 to China Basin area. Exclude small boat marinas from the Pier 7 to 24 area, (but allow transient mooring in the Pier 14 to 24 area) and exclude small boat marinas from the Pier 26 to 38 area.

Policy 9: Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the city-wide bicycle route system.

## TRANSPORTATION

OBJECTIVE 1: TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

Policy 1: Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

Policy 2: Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (a) short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; and (b) long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.



Policy 3: Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible, (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area, and (c) it is the minimum amount necessary.

Policy 4: Prohibit parking over the water for marinas in the Fisherman's Wharf through Ferry Building areas. In other areas, allow parking for marinas over water only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.

Policy 5: Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

Policy 6: Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

Policy 7: Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

Policy 8: Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

Policy 9: Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 2: TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN WATERFRONT AREA.

Policy 1: To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

Policy 2: Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

Policy 3: Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

Policy 4: To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

Policy 5: Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

Policy 6: Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

Policy 7: Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.





## URBAN DESIGN

OBJECTIVE: TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN: AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

Policy 1: Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.



Policy 2: Preserve and create view corridors which can link the City and the Bay.

Policy 3: Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

Policy 4: In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

Policy 5: Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

- a. Maximum feasible public access is provide to the water's edge.
- b. Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1) where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity



along the waterfront; and (3) where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

Policy 6: Retain older buildings of architectural merit or historical significance to preserve the architectural and historical character of the waterfront and ensure the compatibility of new development.

Policy 7: Maintain the physical prominence of the Ferry Building.

Policy 8: Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

Policy 9: Encourage the provision of street furniture which is of appropriate design to the historic maritime character of the Northeastern Waterfront.

Policy 10: Consider retention of the arched building structures which exist at the main entrance to most piers and which add an important character to The Embarcadero. They should be retained so long as maritime uses exist behind them or when new development occurs which could incorporate these structures without disadvantage.

### Specific Policies For Open Space, Public Recreation, and Public Access

Policy 11: Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.



Policy 12: Remove all or portions of dilapidated piers, bulkhead wharves and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.

Policy 13: Remove exposed surface parking from over water, from under the Embarcadero Freeway, and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.

Policy 14: Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.

Policy 15: Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety and avoid glare. Use the same color but lower intensity illumination as that on Market Street. Paint light standards dark blue as on Market Street.

Policy 16: Design and locate a consistent set of street furniture, including such items as seating, drinking fountains, trash cans, signs and plaques along the promenades and public open space piers. Describe the historical significance of the area and the natural resource of the Bay with signs and plaques.

Policy 17: Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally

continuous row of street trees in the ground along the promenades between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually complement the trees along the promenades.

Policy 18: Select and locate trees, shrubs and ground covers to preserve, dramatize and enhance Bay views for waterfront users. Use plant materials which should have a demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Install trees of at least two inches in diameter and 15 feet in height in the ground.

Policy 19: On non-maritime piers with sheds, provide continuous peripheral pedestrian public access ways of at least 15 feet in width for walking, viewing and fishing. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles or trash storage, but allow emergency vehicle access.



Policy 20: Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service vehicle access to the Building.

Policy 21: Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.

Policy 22: Pier railings should minimize obstruction of Bay views and reduce maintenance.

Policy 23: Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.

Policy 24: Permit fishing along public access areas on piers and promenades.

Policy 25: Require detailed landscaping, materials, and sign plans to be approved by the Department of City Planning prior to approval of any new non-maritime development.

### Specific Policies for Buildings

Policy 26: Restrict development south of Broadway to the Height and Bulk Districts shown on the following map.

Policy 27: Locate buildings to minimize shadows and wind on public open spaces.

Policy 28: Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.

Policy 29: Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory or information signs. Permit illuminated signs but prohibit flashing or animated signs.

Policy 30: Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Piers 7 through 1 1/2 and from the Agriculture Building to Pier 24. Design signs in keeping with the concept of the Embarcadero as a scenic boulevard rather than as a high speed artery. Coordinate signs with those to be used in the Ferry Building complex.

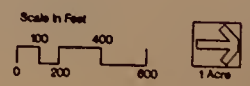




# PROPOSED HEIGHT & BULK DISTRICTS

NUMBERS DESIGNATE MAXIMUM VERTICAL DIMENSION IN FEET

PROPOSED CHANGES TO HEIGHT & BULK DISTRICTS



Policy 31: Require signs to be approved by the Department of City Planning.

Policy 32: Conceal any mechanical equipment, pipes, ducts and antennas, on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.

Policy 33: Enclose all servicing facilities and store all waste within structures so as to be shielded from public view. Prohibit any temporary or permanent exterior storage.

Policy 34: Preserve the bulkhead buildings and bulkhead arches on Piers 3, 1 1/2, 1, and 24.

Policy 35: Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability of nearby enclosed parking for on-board commercial recreation uses.

Policy 36: Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality,

detail quality, color scheme and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.

Pier 37: Assure that new buildings use the most cost-effective energy efficient measures feasible.





## SUBAREAS

### Fisherman's Wharf Area

OBJECTIVE 1: TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

Policy 1: Encourage the retention and expansion of the commercial fishing and processing industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street pier, and conversion of Pier 45, to the extent feasible, to fish processing and related uses.

Policy 2: Permit only those Bay-oriented commercial recreation and public assembly facilities on the Hyde Street Pier, along Fish Alley and on Pier 45 which are incidental to their primary commercial fishing industrial use. Prohibit commercial office (not related to the fishing industry), hotel and residential uses on Pier 45.

Policy 3: Encourage preservation and restoration of the maritime character of Fish Alley.



Policy 4: Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

Policy 5: Encourage the development of a small-boat marina in the Pier 41 to 37 area with any parking provided inland of The Embarcadero.

OBJECTIVE 2: TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION AND PUBLIC ASSEMBLY CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

Policy 1: Permit additional water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the seawall. Any necessary parking should be provided inland of The Embarcadero. The park should include a minimum of 5 to 6 acres of water-oriented landscaped open space unrelated to commercial



uses. Commercial uses should be water-oriented and complementary in scale to those in the rest of the Fisherman's Wharf area. Platforms constructed to support commercial uses should not cover a greater amount of the Bay than 50 percent of any previously existing fill (Piers 37, 39 and 41) which is removed. The Embarcadero should be narrowed in this area to accommodate the development of the waterfront park.

Policy 2: Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

Policy 3: Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

Policy 4: Balance existing commercial recreation and public assembly uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

OBJECTIVE 3: TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

Policy 1: Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

Policy 2: Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of additional



parking. Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

Policy 3: Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson Street.

OBJECTIVE 4: TO PROVIDE MAXIMUM OPPORTUNITIES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

Policy 1: Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public

viewing and access which will not substantially interfere with these activities.

Policy 2: Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

Policy 3: Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market.



## Base of Telegraph Hill Area

OBJECTIVE 1: TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

Policy 1: Encourage the continued use of Piers 35 through 9 as active maritime piers.

Policy 2: Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the North-eastern Waterfront be considered for such use.

OBJECTIVE 2: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

Policy 1: Retain architecturally interesting and historically significant buildings or buildings which contribute substantially to the overall architectural character of the area. In particular, every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company Warehouse, and the Trinidad Bean and Elevator Company Warehouse.

Policy 2: Ensure the compatibility of new development with the area's historic and architectural maritime character in terms of scale, materials and design.



OBJECTIVE 3: TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

Policy 1: Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

Policy 2: Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

Policy 3: Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

Policy 4: Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

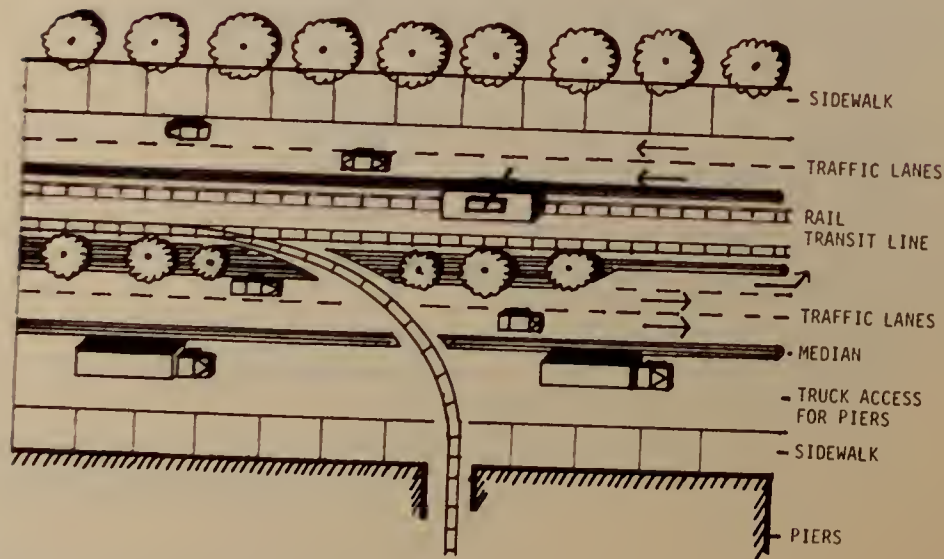
Policy 5: Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

Policy 6: Encourage the provision of landscaping and publicly accessible open space in new development in the Base of Telegraph Hill area.

OBJECTIVE 4: TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

Policy 1: Improve The Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in the following illustrative plan of the Embarcadero roadway.



Policy 2: Discourage through traffic except in those limited areas designated for this movement.

Policy 3: Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 5: TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

Policy 1: Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

Policy 2: Avoid the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.



## Ferry Building Area

OBJECTIVE 1: TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE IN, WORK IN AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

OBJECTIVE 2: TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

OBJECTIVE 3: TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT.

OBJECTIVE 4: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

OBJECTIVE 5: TO MAXIMIZE VIEWS OF THE WATER AND OF WATERFRONT ACTIVITY.

OBJECTIVE 6: TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.

Policies implementing these Objectives are as follows:

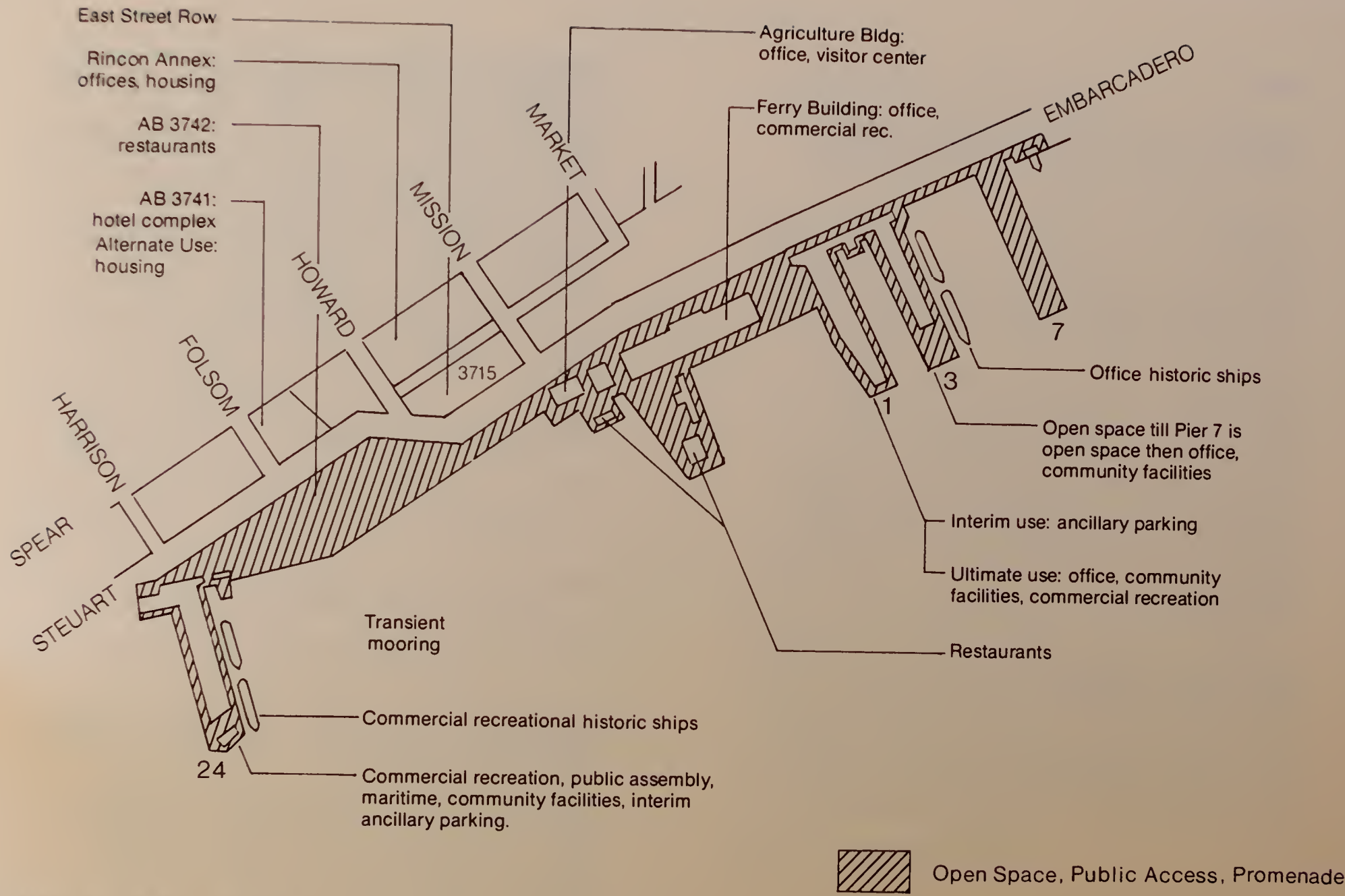
### PIER 7

Policy 1: Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices, rebuild Pier 7. Develop Pier 7 (or Pier 3 until Pier 7 is rebuilt) for open space, public recreation and public access for users of all age groups. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. If feasible, use wood planking on decks and illuminate for night-time use. Prohibit parking on the pier.

Policy 2: Develop according to the following program:

Open space on pier  
- approx. two acres

Community facilities in Pier 3 bulkhead building if Pier 3 is open space pier  
- 16,000 to 32,000 s.f.



# LAND USE PLAN

Ferry Building Area

## PIER 5

Policy: Remove deteriorated Pier 5, its bulkhead wharf, and bulkhead building and maintain as open water.

## PIER 3

Policy 1: If Pier 3 is the open space pier instead of Pier 7, then design the Pier 3 open space according to the guidelines shown above for Pier 7.

Policy 2: If Pier 7 is developed for open space, construct a two-story shed-like structure on Pier 3 for office and community facility use, with windows and skylights that are in keeping with the simple lines, scale and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

Policy 3: Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

Policy 4: Provide continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre open to Bay views at the eastern end of the pier linked to the public access areas. Permit fishing and include benches and wind protection. Use wood planking over the deck and light the plaza for night-time activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing and safety.

Policy 5: Develop Pier 3 according to the following program:

Office and community facilities  
2 stories  
- up to 120,000 s.f.

Public access-perimeter aprons  
- no less than 22,000 s.f.

Plaza-eastern end of pier  
- no less than 22,000 s.f.

Policy 6: Permanently moor up to two office-oriented historic ships on the north side of Pier 3. Temporarily moor up to one commercial recreation historic ship on the south side of Pier 3 and one on the north side of Pier 3, with their permanent mooring being at Pier 24.



Policy 7: Develop according to the following program:

## HISTORIC SHIPS

North side Pier 3 permanent mooring:

Klamath or other office-oriented historic ship

Office-existing  
- up to 20,000 s.f.

Public access  
- no less than 7,500 s.f.

Santa Rosa or other office-oriented historic ship

Office  
- up to 14,000 s.f.

Commercial recreation  
- up to 6,000 s.f.

Public access  
- no less than 7,500 s.f.

South side Pier 3 temporary mooring:  
(North side Pier 24 permanent mooring)

Fresno or other commercial recreation-oriented historic ship

Office  
- up to 8,300 s.f.

Commercial recreation  
- up to 16,000 to 18,000 s.f.

Public access  
- no less than 12,000 s.f.

North side Pier 3 temporary mooring:  
(North side Pier 24 permanent mooring)

Delta King or other commercial recreation-oriented historic ship

Office  
- up to 8,000 s.f.

Commercial recreation  
- up to 22,000 s.f.

Public access  
- no less than 12,000 s.f.

## PIER 1½

Policy 1: Rehabilitate the bulkhead building and historically restore the shed for a museum and/or offices. Create visual access through the bulkhead building to the water and historic ships.

Policy 2: Develop according to the following program:

Museum and/or office  
- up to 12,000 s.f.

Public access  
- no less than 1,000 s.f.

## PIER 1

Policy 1: Remove parking from the north apron. Retain and rehabilitate the existing shed. Provide continuous peripheral public access around the water sides of the pier shed.

Policy 2: Permit short-term parking to serve the Ferry Building inside the shed as an interim use until inland sites become available within reasonable walking distance of the Ferry Building. Allow a second deck within the shed for interim parking provided it is easily convertible to office use. Permit a limited amount of office, community facility, and/or commercial recreation uses to integrate Pier 1 into the overall Ferry Building development, rather than isolate it as a parking structure.

Policy 3: Develop according to the following program:

Interim Use:  
(whichever is less)

Short-term parking within shed  
- up to 400 spaces or up to 145,000 s.f.

Office/commercial recreation  
- up to 15,000 s.f.

Public access-perimeter aprons  
- no less than 26,000 s.f.

## Ultimate Use:

Office, including up to 15,000 s.f. of commercial recreation and/or community facilities  
- up to 160,000 s.f.

Public access-perimeter aprons  
- no less than 26,000 s.f.

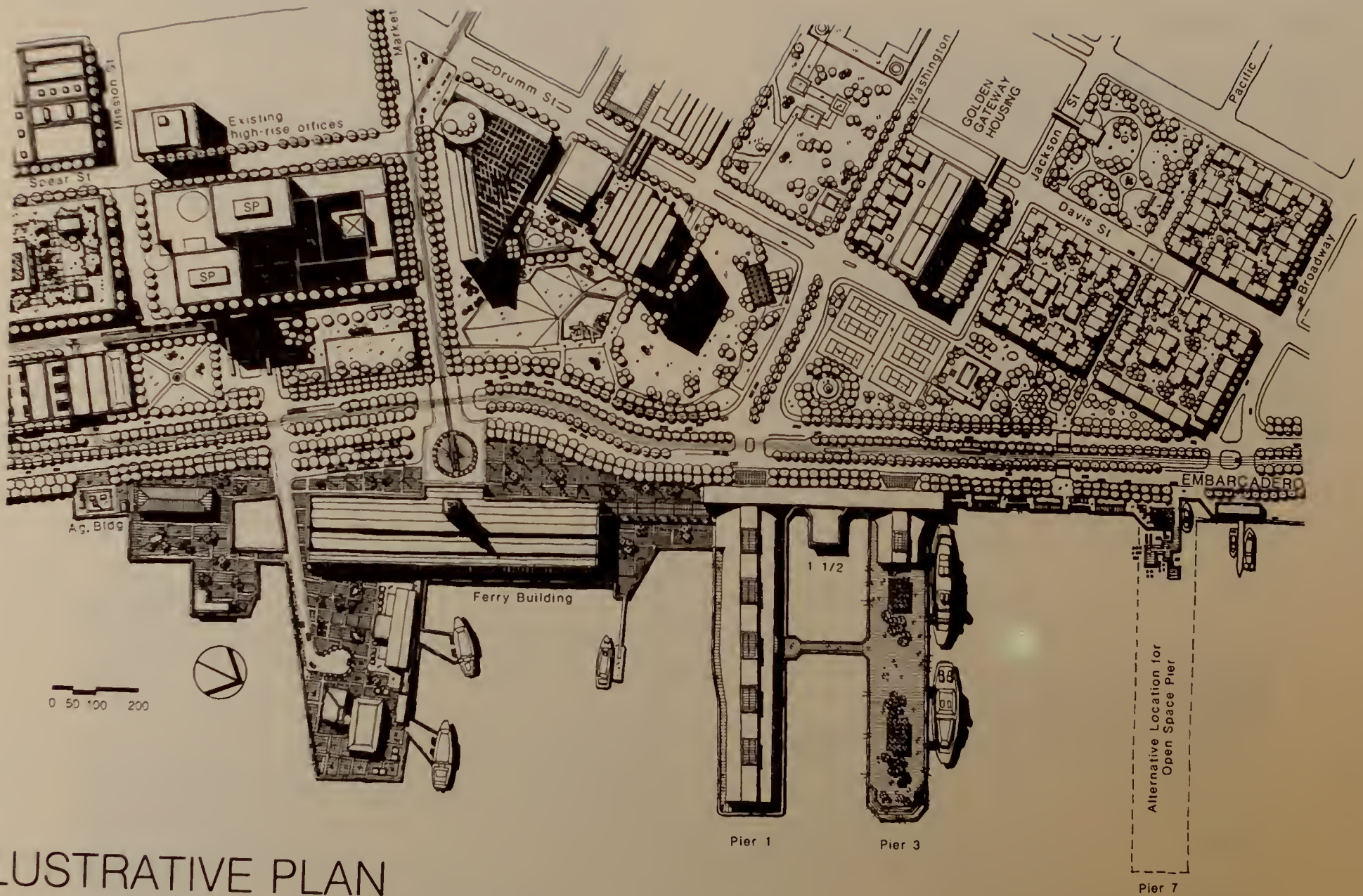
## PROMENADE

Policy 1: Develop a promenade from Piers 7 through 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade and where it will not block view corridors, use a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.

Policy 2: Develop according to the following program:

Promenade from Piers 7 through 1  
- approx. 50,000 s.f.





# ILLUSTRATIVE PLAN

Ferry Building Area North



## FERRY BUILDING

Policy 1: Restore and adaptively reuse the Ferry Building and develop open spaces adjacent to the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building", dated July 1978.

Policy 2: Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor, predominantly offices on the second floor, and predominantly offices and existing commercial recreation uses on the third floor.

Policy 3: Replace dilapidated portions of, and allow a limited extension to the bulkhead wharf between Pier 1 and the Ferry Building. Remove existing structures and create a plaza. Permit the extension of a glass arcade linking the Ferry Building with Pier 1 to provide pedestrian shelter, provided it does not block ground level views of the Bay.

Policy 4: Develop according to the following program:

Plaza - approx. 30,000 s.f.

Arcade - approx. 4,000 to 6,000 s.f.



Policy 5: Create a plaza for passive recreation use in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Design the plaza to create a visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop just south of the east-west axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.

Policy 6: Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero. Create a continuous walkway along the eastern side of the Ferry Building of approximately 10,000 to 20,000 square feet that is separate from service vehicle access.

Policy 7: Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistent with the use of the Platform as open space, such as a cafe, outdoor dining and flower vendors. Retain the existing restaurant, plaza, and ferry terminal.

## AGRICULTURE BUILDING

Policy 1: Restore and adaptively reuse the Agriculture Building for office use and possibly a visitor center. Remove, if feasible, the 1918 addition to the building and reuse the original 1915 structure. Create a plaza behind the building. Remove the parking on the platform adjacent to the existing restaurant and allow a limited amount of open air commercial recreational uses which are incidental to and compatible with the open space character of the plaza. If feasible, use wood planking over the deck and illuminate the plaza for night-time activities. Retain the existing restaurant.

Policy 2: Develop according to the following program:

Office

- 12,000 to 15,000 s.f.

Visitor center

- approx. 2,000 s.f.

Public plaza

- approx. 50,000 s.f.

Restaurant-existing

- approx. 5,000 s.f.

## BETWEEN AGRICULTURE BUILDING AND PIER 24

Policy 1: Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade where it will not block view corridors. Plant a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

Policy 2: Maintain open water where dilapidated Piers 14 through 22 have been removed as a visual relief to the intensely developed Downtown. Allow a buoy system for transient mooring at minimum cost for approximately 50 boats and include a boat shuttle service.

Policy 3: Preserve and restore, and if no longer needed in its current use, adaptively reuse the Fire House at Pier 22 1/2.

## PIER 24

Policy 1: Provide continuous perimeter pedestrian access around the watersides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop the open deck at the pier's eastern end at the Bay Bridge

pylon for fishing. Install trash cans, benches, and lighting.

Policy 2: Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. Orient this development towards local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3. Permit in the shed the minimum amount of short-term parking necessary to serve uses at the pier until inland parking sites are available.

Policy 3: Develop according to the following program:

Public access-perimeter aprons  
- no less than 20,000 s.f.

Fishing plaza-east end of pier  
- no less than 20,000 s.f.

Mooring of up to two commercial recreation historic ships - see program for Pier 3 above

Within the 70,000 s.f. shed, a combination of some or all of the following:

Restaurant and bar  
- up to 10,000 s.f.



Other uses as per above program  
- up to 70,000 s.f.

Short-term ancillary parking  
- up to 50,000 s.f.

Within the 30,000 s.f. bulkhead  
building between Piers 24 and 26:

Office  
- up to 30,000 s.f.

Restaurant  
- up to 5,000 s.f.

## EAST STREET ROW

Policy: Retain and as needed rehabilitate the YMCA and adjacent hotel buildings. Historically restore the Audiffred Building for commercial use. Infill vacant sites with buildings of similar scale, character and use. Allow housing up to 110 dwelling units per acre as an alternative to office use on Lots 8 and 12 of this Block 3715.

## RINCON ANNEX

Policy 1: Retain and restore as a historic landmark, the Rincon Annex Building, including the lobby and murals but excluding the loading docks. Adapt the building to new uses compatible with preservation. Consider re-use of the lobby as a

local post office and/or museum and adapt the remainder of the building to a variety of commercial uses such as offices. If feasible, utilize the building's roof for a public garden and permit development of restaurants in the existing towers. Consider adding skylights compatible with the roof design and/or a new interior court.

Policy 2: Develop a predominantly residential mixed-use complex with lower floor offices and ground floor commercial support uses on the rear (southern) portion of the Rincon Block according to the following program:

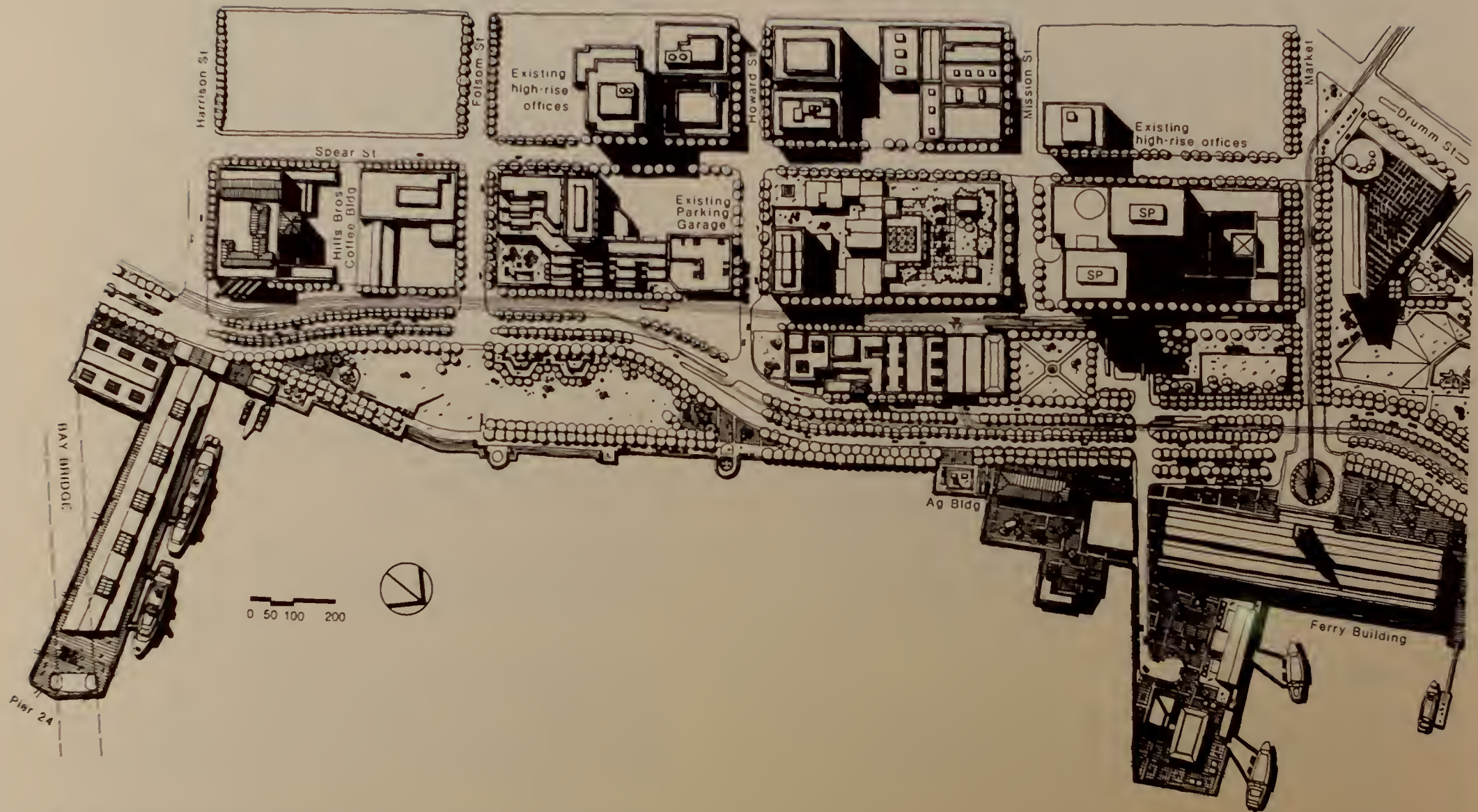
Housing  
- approx. 400 units

Ancillary parking  
- approx. 400 spaces

Lower floor office and ground  
floor commercial support  
- approx. 35,000 s.f.

Design the new development with consideration for its historic environment and relationship to the East Street Row, Rincon Annex, the Ferry Building and Hills Brothers Coffee Building.

Policy 3: Close Steuart Street between Mission and Howard to through traffic.



# ILLUSTRATIVE PLAN

Ferry Building Area South



## HILLS BROTHERS COFFEE

Policy: Retain Hills Brothers Coffee facility in its current use as long as possible and accommodate its needs for truck access and parking.

### BLOCK 3741

Policy 1: Develop a 400 to 800 room hotel complex. 98 Folsom may be removed if necessary to accommodate the hotel. Retain the existing height limits. In the alternative, develop housing with a density range of 150 to 300 units per acre.

Policy 2: Design the hotel to maximize views and sunlight and minimize wind exposure. Perform wind tunnel and sun studies prior to final design approval. Locate taller elements as far west and north as possible to reduce shading on waterfront open space. Locate elevator cores and service areas towards the Embarcadero Freeway to the greatest extent feasible to screen noise and minimize impacts on the rest of the complex and open spaces. If feasible, use roof surfaces for gardens, terraces, and balconies. Develop balconies to take advantage of views and break up the building's mass. Use light colors on the building exterior and encourage bright accents to liven surfaces.

## INLAND SITE

Policy 1: Reroute the Embarcadero roadway onto Steuart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and on Blocks 3742 and 3743, build a public park adjacent to and inland of the promenade. Orient the park to the Bay and relate the park to the recreational preferences of residents rather than tourists. Provide large grassy open areas, a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

Policy 2: Allow up to 12,000 square feet of space on the inland site north of Folsom Street to be used for a "Tavern-on-the Green" type restaurant(s) and plaza. Design the restaurants to include opportunities for indoor and outdoor dancing and dining and for special events. Develop hard surface plaza areas and terraces which can vary in elevation adjacent to the restaurant(s) to create a variety of spaces and viewing experiences. Use landscaping and glass screens to protect from winds. If feasible, provide outdoor heating in selected areas to extend the seasonal and night-time comfortable usage of plazas. Encourage the restaurant(s) to expand their seating into portions of the plazas but ensure



that the plazas do not become the sole territory of private establishments. Provide seating which does not exclusively require patronage to adjacent restaurants.

Policy 3: Change the Height and Bulk District on Block 3742 from 84-E to 40-X. Change the Height and Bulk District on the rest of the Inland Site to open space.

## North China Basin Area

OBJECTIVE: TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR BOTH MARITIME AND RESIDENTIAL DEVELOPMENT.

Policies implementing this Objective are as follows:

### PIERS 26-38

Policy: Continue Piers 26-38 in maritime use and provide auto, truck, and rail access as required to enhance their maritime utility.

### BLOCKS 3766-3771

Policy 1: Develop intercept commuter parking for 400 to 800 cars on the southern part of Block 3767, under the Bay Bridge between Main, Bryant, and Beale Streets.

Policy 2: Preserve Hathaway's Warehouse and continue viable warehousing uses on Blocks 3768 and 3769 between Harrison, the Embarcadero, Bryant and Main Streets.

Policy 3: On Blocks 3770 and 3771 between Bryant, the Embarcadero, and Beale Streets, close Main Street and develop parking, truck, and rail access to support and enhance the maritime uses on adjacent Piers 26 through 38.

Policy 4: Limit the height of any structure built on the northwest corner of Bryant and Beale Streets (Block 3766, Lot 7) to 24 feet. Ensure that such structures have a low profile and subdued design and color so as not to detract from the dramatic appearance of the adjacent Bay Bridge abutment. Screen the building with generous landscaping, including tall trees behind the building along the bridge abutment to relate to the trees to the west of the site. Provide vehicular access to the site only from Beale Street.

### PIERS 40-46A

Policy 1: Remove Piers 42, 44, 46A and the easternmost wooden portion of Pier 40.

Policy 2: Develop a small boat marina of approximately 400 slips for public pleasure craft from Pier 40 to Pier 46A.

Policy 3: On Pier 40, provide a full range of services including boat building and repair facilities, day dock storage, sail maker, boat sales and rental, ship chandlery and other uses related to the marina. Construct a breakwater along the southern end of the marina and encourage fishing on it.

Policy 4: Design any new or rehabilitated buildings on Pier 40 to reflect the bold, simple lines of

traditional pier sheds. Provide continuous peripheral public access along the water sides of the pier including sitting and fishing areas, except for portions of the pier which may remain in ship repair use and related activities, where such public access might conflict. Locate a prominent sitting area at the eastern end of the pier. Ensure that pier railings and other design elements be compatible with the promenade and breakwater design. Do not obstruct navigational requirements of major ships between Piers 38 and 40.

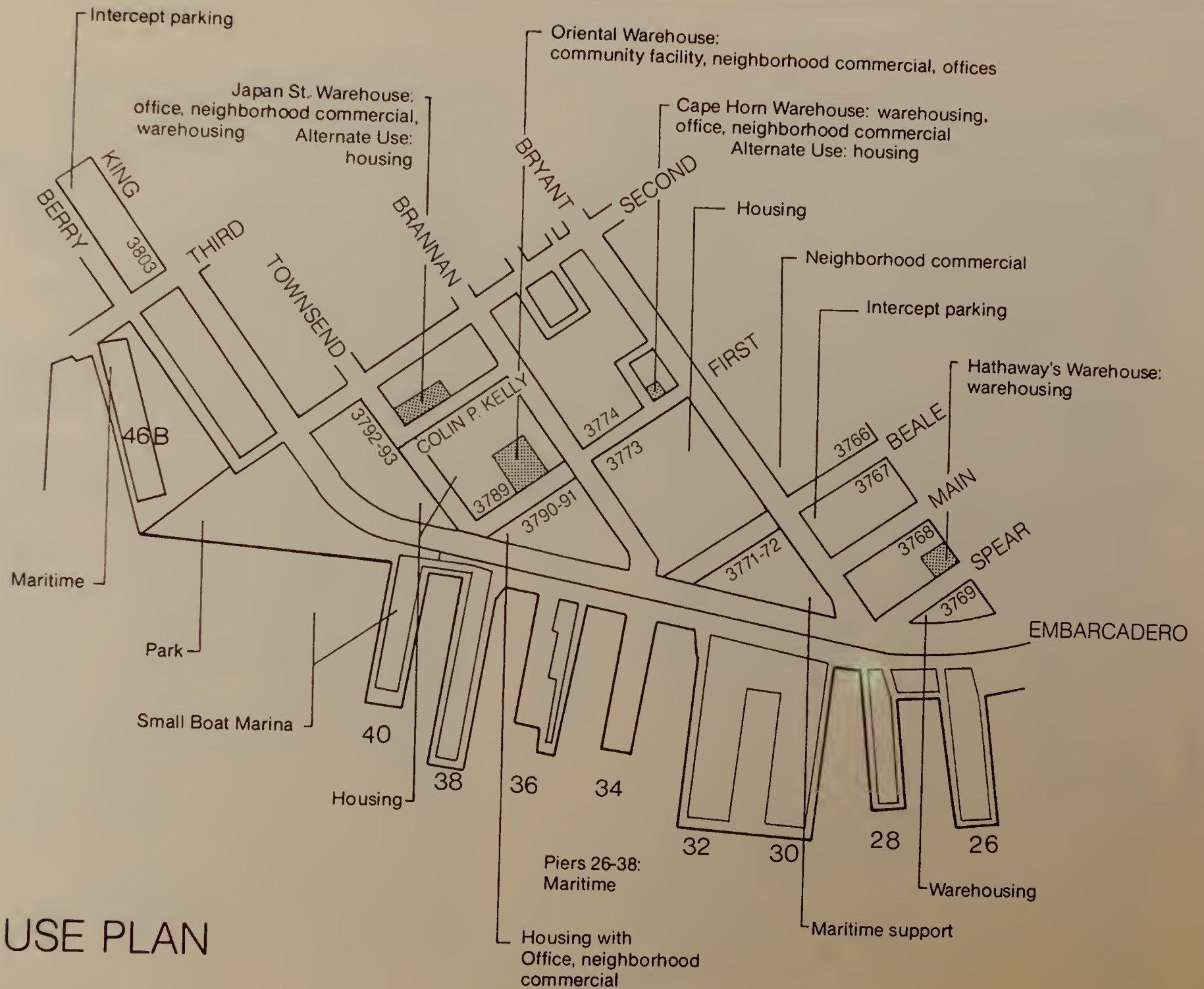
## PUBLIC PARK

Policy 1: Between King and Second Streets and the Seawall, provide approximately five to seven acres of predominantly soft-surface park for recreational use.

Policy 2: Remove or relocate the ramp structure to Pier 46B as soon as feasible. Include areas for active sports such as volleyball and separate areas for passive activities such as sitting, game tables under shelter, and a tot lot. Include toilet and drinking facilities. Buffer the park from the Embarcadero with devices such as landscaping, berms, and changes in elevation. Provide for drop-off-parking to serve the Dolphin P. Rempp Restaurant. Allow a limited amount of parking with auto access from Second Street for the office building that

may remain. Provide a hard-surface pedestrian promenade along the water's edge with opportunities for sitting and viewing. Connect the promenade to the peripheral public access areas on Pier 40 and to the breakwater. Permit pedestrian access to the marina only from the pier and breakwater and not directly from the park. Give special care to the location of a boat ramp. Prohibit commercial activities in the park but allow a limited amount of commercial recreation use incidental to and supportive of the open space. Provide promenade railings and other elements of a design compatible with the pier and breakwater.





# LAND USE PLAN

North China Basin Area



## RESIDENTIAL NEIGHBORHOOD

Policy 1: Develop mixed-income housing at an overall density of approximately 85 to 95 units per acre with the minimum density being 40 units per acre and the maximum density being 110 units per acre, with appropriate open space and neighborhood support uses on Blocks 3773, 3792, 3793 and portions of Blocks 3774 and 3789.

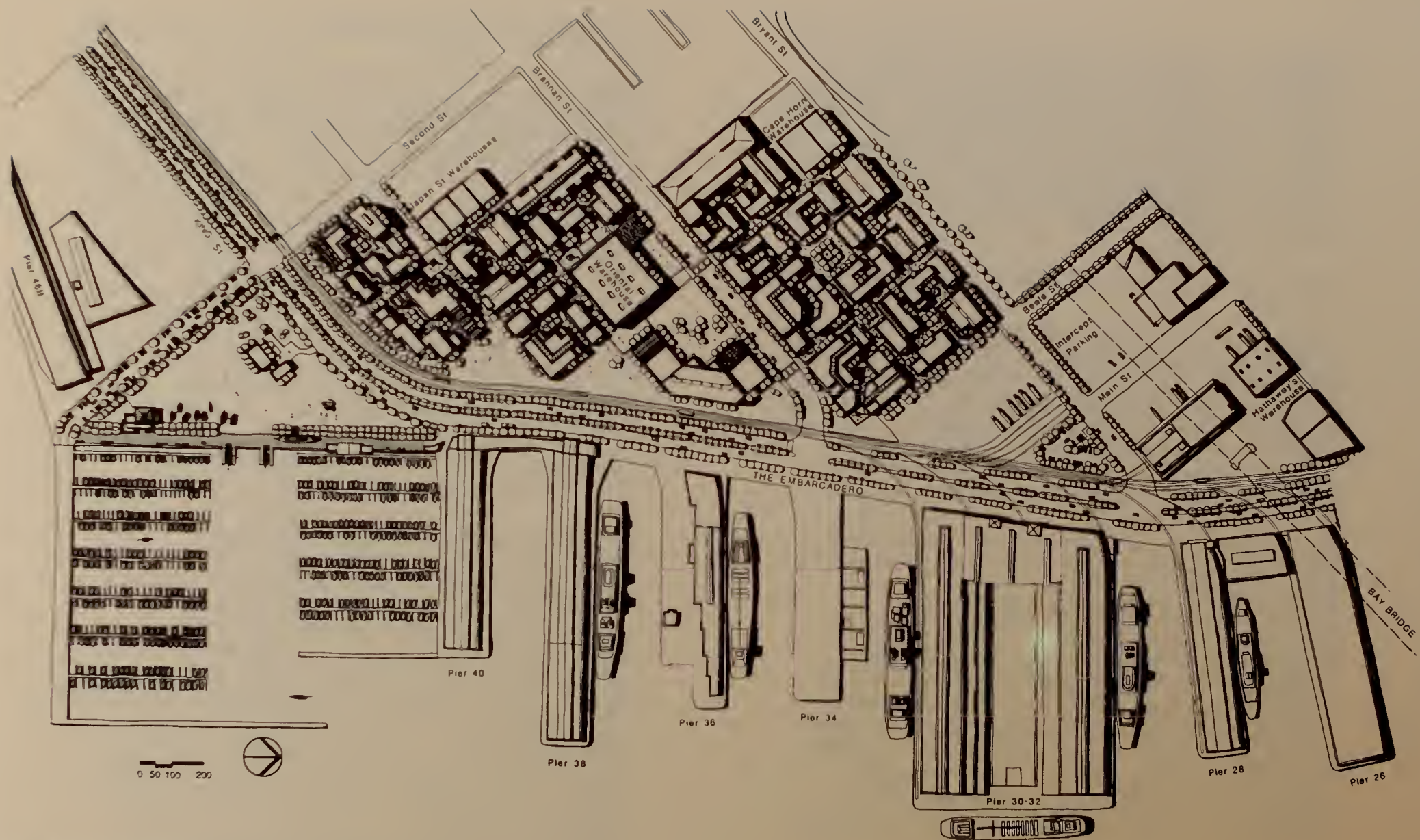
Policy 2: Develop housing in small clusters of 100 to 200 units. Provide a range of building heights between 4 to 9 stories with no more than 40 feet in height along the Embarcadero and stepping up in height on the more inland portions to the maximum of 105 feet. Orient the mix of unit types to one and two bedrooms and include some three and four bedroom units. Pursue as the income and tenure goals, a mix of 20 percent low, 30 percent moderate and 50 percent middle and upper income, and a mix of rental, cooperative, and condominium units.

Policy 3: Organize the housing clusters to maximize views to the water and downtown as well as sun exposure while minimizing shading of open space and blocking of views from adjacent areas. To the extent feasible, locate family units on ground floor levels adjacent to open space and recreational areas. Provide personalized entryways and private open space to all units. Orient the buildings to provide privacy and security.

Policy 4: Design the structures and dwelling units to express character and diversity. Incorporate high standards of indoor and outdoor private space design and convenience and use high quality materials. Express a human scale in surfaces and materials with articulated facades, bay windows, cornice lines, roofscapes, overhangs, towers and chimneys. Use varied light colors to break up building mass and liven surfaces. Design the housing complex to be energy efficient, and consider the use of passive solar systems.

Policy 5: Incorporate most parking as part of the building within housing clusters. Because garages may be only a half level below grade due to the high water table, landscape or buffer exposed garage edges. Locate residences above parking structures to stabilize them and minimize differential settlement. To the extent feasible, improve the portions of the garage roof not covered by structures for walkways and recreation areas. Use tree wells to allow large trees to grow within residential clusters. Design parking structures to have controlled vehicular access points and direct access to residential units for increased security. Provide additional guest and service parking for the residential units in street rights-of-way or adjacent to the clusters.





## ILLUSTRATIVE PLAN

North China Basin Area



Policy 6: Do not permit buildings to exceed 65 percent coverage of land or parking podium. To the maximum extent feasible, provide open space at ground level and provide planting in the ground. Ensure that any open space on top of a podium provides easy pedestrian and visual transition from the sidewalk.

## HOUSING WITH NEIGHBORHOOD COMMERCIAL

Policy 1: Develop housing on Blocks 3790 and 3791 between Brannan, the Embarcadero, and First Street. In addition, allow neighborhood retail, professional services and other commercial uses oriented to the needs of residents of the adjacent housing and the larger South of Market area.

Policy 2: Orient buildings to buffer the residential area from the adjacent ship repair activity. Design structures to protect views of the water from the residential areas. Carefully consider roof design and conceal roof equipment because of its visibility from adjacent residences. Landscape flat roofs and finish sloped roofs in attractive materials. Allow exposed parking only if the parking areas are extensively landscaped. Consider the use of turf block instead of asphalt paving.

## HISTORIC PRESERVATION

Policy 1: Retain and historically restore for adaptive reuse the Cape Horn and Japan Street warehouses and allow small scale offices, neighborhood commercial and warehousing uses. Keep in industrial use that portion of Block 3774, Lot 24 which is needed to expand the manufacturing operation of the abutting industrial activity. If Lot 24 remains in industrial use, the structure on Lot 18 may remain and be used for warehousing. As an alternate use, develop the sites of the Capehorn and Japan Street warehouses with housing provided that, to the maximum extent feasible, the street-facing facades of the existing structures are incorporated in the new development.

Policy 2: Historically restore the Oriental Warehouse as the focal point of the residential community; include a combination of such uses as day care, recreation, and neighborhood services, professional offices and shopping. Remove the building to the north along the line of Brannan Street to enhance the form and visibility of the warehouse. Maintain the exterior facade and remove those windows that have been added without regard to the general exterior. Preserve portions of the existing paving as a public plaza and setting for the warehouse and remove unused spur tracks.

## WALKWAYS AND OPEN SPACE

Policy 1: Close the following streets completely: Berry between Second and the Embarcadero, the Embarcadero south of King, Main south of Bryant and Fremont south of Brannan. Close the following streets to through traffic, improve them as walkways and allow only limited local and service vehicle access: Townsend between Second and the Embarcadero, Colin P. Kelly Jr. between Townsend and Brannan, First between Brannan and the Embarcadero, Beale between Bryant and Brannan, and Second between King and Berry Streets.

Policy 2: Develop a major plaza next to the Oriental Warehouse which is centrally located, and connect it to smaller open spaces within the proposed neighborhood. Have walkways open onto small plazas to create intimacy and spatial definition and orient them to be protected from winds. Enhance the feeling of outdoor security through use of lighting, walkways design, ingress and egress points and good surveillance by building orientation.

## PIER 46B

Policy: Retain the Pier 46B area for a Port maintenance facility and other maritime uses. If no longer needed by the Port for maritime use develop as a predominantly residential, mixed use development and include parking for the adjacent marina.

## INTERCEPT PARKING

Policy: Develop intercept commute parking for 400 to 800 cars on part of Block 3803 under the stub end of Interstate-280 between Third, Berry, Fourth, and King Streets.





## Embarcadero Corridor

OBJECTIVE: TO IMPROVE THE EMBARCADERO CORRIDOR IN ORDER TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS, ENHANCE PUBLIC ACCESS TO AND ALONG THE WATER, AND TO ELIMINATE THE BLIGHTING INFLUENCE OF THE ELEVATED FREEWAY STRUCTURE.

Policies implementing this Objective are as follows:

### EMBARCADERO ROADWAY

Policy 1: Realign the Embarcadero roadway between Broadway and Berry Street as follows:

- a. Widen the sidewalks in front of Ferry Building to create a major plaza as an appropriate terminus to Market Street. When the freeway is removed reroute the roadway inland to increase the plaza size.
- b. Reroute the roadway inland to Steuart Street from Howard to Harrison Streets to reduce its impact on the waterfront and to create opportunities for water-related activities.

- c. Divert roadway traffic from Berry to King Streets to create opportunities for future water-related uses and to provide a direct transit link to the Southern Pacific Depot. Close Berry east of Second Street and the Embarcadero roadway south of King Street.

Policy 2: Improve the Embarcadero Roadway as follows:

- a. Provide two lanes each for southbound and northbound traffic with right and left turn channelization at selected intersections.
- b. Include an exclusive right-of-way for transit and freight rail service within the roadway cross-section.
- c. Provide a promenade for pedestrians, joggers and bicyclists along the water side of the roadway.
- d. Provide signalized pedestrian crossings, integrated with transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second, and Fourth Streets. Establish traffic signals and speed limits which give priority to pedestrian movement across the Embarcadero roadway.

- e. Light the roadway with the same ornamental fixtures presently found along the Embarcadero. Lighting levels should be sufficient for public safety while avoiding unnecessary glare. Plant a generally continuous row of large street trees with an irrigation system along the right-of-way, transitway and promenade.

## EMBARCADERO FREEWAY

Policy 1: Remove the Embarcadero Freeway from Interstate-80 to Broadway, retaining only the bus ramps into the Transbay Terminal and the Main-Beale off-ramps. To prevent the Embarcadero from becoming a major regional traffic corridor and to free major parcels of land for more effective development and increased open space, do not permit direct ramps into the Embarcadero roadway.

Policy 2: If the elevated freeway cannot be removed in the near future, employ the following techniques for improving its appearance, reducing its impact and modifying its image as a barrier to the waterfront. Mitigate its visual bulk by heavy planting and mounding. Expand the vines which are growing on the freeway columns near the Ferry Building, so that the structure is covered in greenery. Plant a dense row of sycamore and poplar trees near the freeway to break

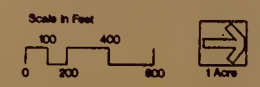






# TRANSPORTATION PLAN

- |  |                               |  |                              |
|--|-------------------------------|--|------------------------------|
|  | EMBARCADERO ROADWAY           |  | FREEWAY                      |
|  | MUNI-METRO LIGHT RAIL VEHICLE |  | TERMINAL                     |
|  | "E" PASSENGER RAIL LINE       |  | CABLE CAR                    |
|  | FREIGHT RAIL (BELTLINE)       |  | CLOSED TO THROUGH TRAFFIC    |
|  | TRANSIT PREFERENTIAL STREET   |  | IMPROVED INTERSECTION DESIGN |
|  | ONE WAY STREETS               |  |                              |





up the massive visual effect. Mitigate noise impacts by applying acoustical material to the underside of the first and second levels and use double paned glass between the two levels in problem areas near the Agricultural Building, Ferry Building, and YMCA. Improve its appearance in the most visually impacted areas, particularly at Broadway, Market and Howard Streets. Remove parking under the freeway to reduce its physical impact and improve the pedestrian environment. Program activities under the structure on a seasonal basis to further modify its image as a physical barrier to the waterfront.

## FREIGHT RAIL LINE

Policy 1: North of Howard Street, locate the Beltline in the Embarcadero transit median and share tracks with the Embarcadero transit line.

Policy 2: From Howard Street, relocate the Beltline Railroad to Steuart Street to reduce its impact on the waterfront and create water-related activities.

Policy 3: Between Harrison Street and Pier 38, keep the Beltline in its present location along the inland side of the Embarcadero roadway.

Policy 4: South of Pier 38 continue the Beltline on its own track but run it in a center median along King Street.

Policy 5: Maintain spur tracks to Piers 26, 28, 30 and 32 from locations on the inland side of the roadway to serve maritime use. Separate the roadway from the piers south of the Bay Bridge with a wide truck access area. Provide rail storage and additional truck parking for maritime piers on Blocks 3771 and 3772.

## TRANSIT

Policy 1: Build a rail transit system to operate on the median dual track transitway (the Embarcadero "E" line) from Fort Mason to the Southern Pacific Depot. The vehicle should be historic in character in order to provide a special waterfront transit identity. Make the system compatible with Beltline freight operations and compatible with the Muni-Metro light rail vehicles proposed to use the break-out from subway service at Steuart Street. Provide dual tracks to be shared by the light rail and E-line cars between Howard Street and the Southern Pacific Depot.



# PARKING PLAN

- ACCESSORY TO SERVE NEW USES
- INTERIM ACCESSORY UNTIL UPLAND SITES AVAILABLE
- INTERCEPT
- EXISTING TO REMAIN
- EXISTING TO BE REMOVED
- 40 NUMBER OF SPACES



Policy 2: Provide a storage facility for E-line vehicles under the stub end of the Interstate-280 freeway near King and Fourth Streets, in a small portion of the area proposed as an intercept parking lot.

Policy 3: Provide transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second and Fourth Streets.

Policy 4: Ensure convenient pedestrian connections between the intercept parking garages (on Blocks 3767 and 3803) and the rail transit stops.

Policy 5: If found to be feasible after further analysis, extend certain trolley and bus lines and the California Street Cable Car to the Ferry Building. Facilitate pedestrian movement from Justin Herman Plaza to the Ferry Building.

Policy 6: Prohibit heliports or STOL ports.















